

IMPLEMENTATION OF REGISTRATION POLICY FOR TRANSFER OF LAND RIGHTS DUE TO SALE AND PURCHASE IN POHUWATO REGENCY, GORONTALO

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Received: 02-03-2024

Revised: 11-03-2024

Approved: 14-03-2024

ABSTRACT

The purpose of this study is to determine how communication, resources, disposition and bureaucratic structure in the Implementation of Land Rights Transfer Registration Policy Due to Sale and Purchase. This research was conducted at the Pohuwato Regency Land Office for 3 months from October 2023 to December 2023. This research is a descriptive research with a qualitative approach. This descriptive research is used because researchers try to photograph events that occur, researchers do not provide treatment or manipulation, but describe a condition as it is. The focus of this research is based on the policy implementation model proposed by the George C. Edward III Model. 4 (four) variables that affect policy implementation, namely communication, resources, disposition, and bureaucratic structure. The results showed that the implementation of the Land Rights Transfer Registration Policy due to Sale and Purchase at the Pohuwato Regency Land Office has run optimally, this can be seen from the existence of good communication, the availability of adequate resources, the characteristics of good implementors, and the existence of bureaucratic structures that have been running according to the Standard Operating Procedures (SOP) of the Pohuwato Regency Land Office.

Keywords: *Implementation Of Public Policy, Registration Of Transfer Of Land Rights Due To Sale And Purchase*

INTRODUCTION

Land for the community is a wealth that has a very high selling value because of its function as a source of community life, so that every inch is maintained until the end of life. To obtain a land right, any person or individual can obtain land rights by applying for land that is still State Land. The one in charge of registering land rights is the National Land Agency, There are two forms of transfer of land rights, one of which is by buying and selling, The implementation of registration of transfer of ownership rights to land by sale and purchase has been regulated in the Basic Agrarian Law Number 5 of 1960, the implementation of which is regulated in Government Regulation Number 24 of 1997 concerning land registration. Where every transfer of title to the land must be registered with the local land office, . The registration of the transfer or transfer of rights is intended so that the third party knows that the piece of land has been sold. Because if the sale and purchase of land is not registered and the plot of land is not actually controlled by the new owner, then this will open up opportunities for those with bad intentions to resell the land to other parties, . By registering their land, the community will get a Certificate of Proof of Land Ownership called a certificate. The granting of the certificate is intended to give authority to those who obtain the right to

use the land. (Parapat & Kurniawan, 2021) (Suharto & Firdian, 2023) (Cokorda et al., 2021) (Ihza et al., 2021)

As explained in Article 3 of Government Regulation Number 24 of 1997, the purpose of registering the status of ownership of land rights is: 1) To provide legal certainty and legal protection to holders of rights to a plot of land, apartment units and other registered rights so that they can easily prove themselves as the holder of the rights concerned; 2) To provide information to interested parties, including the government in order to easily prove itself as the holder of the rights concerned; and 3) For the orderly implementation of land administration. Land registration in question is the maintenance of land registration data, namely land registration activities to adjust physical data and juridical data in land registration maps, land registers, name lists, measuring letters, land books, and certificates with changes that occur later. By registering the transfer of land rights at the Pohuwato Regency Land Office, the community that registers the land will receive legal certainty regarding the land owner after the transfer of land rights will obtain a new certificate with new juridical data or the name of the new owner. These lands must be recorded so that in the future they do not cause a dispute, including recording the process of transferring rights. This is because, land issues are crucial and often cause the potential for protracted disputes. To overcome this, the government made efforts to make the community carry out Land Registration as regulated by Government Regulation Number 24 of 1997 concerning Land Registration, as the results of the study (Supriyadi et al., 2023). Therefore, to obtain a land right, any person or individual can obtain land rights by applying for the land at the Pohuwato Regency Land Office, if the land requested has been certified, a transfer of land rights will be carried out. If there has been a transfer of land rights, it must immediately register the land at the Pohuwato Regency Land Office or commonly referred to as the transfer of rights registration.

Table 1.
Number of Transfer of Rights Due to Sale and Purchase in the Last 3 Years

<i>No</i>	<i>Year</i>	<i>Transfer of Property Rights (Buying and Selling)</i>
1	2020	183
2	2021	200
3	2022	161

Source : Pohuwato Regency Land Office, 2023

Based on table 1. data on the transfer of land rights due to buying and selling at the Pohuwato Regency Land Office has fluctuated or not fixed in the last three years. This proves that there may still be ignorance of the public in terms of the administration of the implementation of the transfer of rights registration. Based on the results of initial observations made by researchers, it shows the Implementation of Registration for Transfer of Land Rights Due to Sale and Purchase at the Land Office of Pohuwato Regency based on Regulation Number 24 of 1997 allegedly still Not yet optimally implemented. This can be seen in terms of communication, resources, disposition, and bureaucratic structure. The purpose of this study is to find out and analyze how the Implementation of the Registration Policy for Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office.

RESEARCH METHODS

This research researchers use a descriptive approach with qualitative analysis to provide a broad picture of what and how the Implementation of the Land Rights Transfer Registration Policy Due to Sale and Purchase at the Pohuwato Regency Land Office. Primary data, namely data obtained directly through interviews with respondents or informants. In this case, it is a statement from several officials and employees of the Pohuwato Regency Land Office. Secondary data, namely data obtained through the study of library materials, which include various documents and laws and regulations that have to do with the object studied, . Known data collection techniques are literature study, observation, interviews and documentation. Data analysis techniques in this study are in the form of detailed stories of informants and obtained through interviews, field notes, documentation and analysis of data findings with the theories used, so as to choose which ones are important and will be studied to make a conclusion, (B. M. and M. H. Miles, 2007) (B. M. Miles & Michael Huberman, 2007)

RESULTS AND DISCUSSION

A policy will only be a dream if it is not realized. While a policy that is not appropriate to reduce certain problems will fail even though it is implemented very well. This depends on the form of communication both in the policy, . The success of policy implementation is determined by several indicators including Communication, Resources, Disposition, and Bureaucratic Structure. (Nani et al., 2024; Septiana et al., 2020; Tohopi et al., 2021). Viewed from the aspect of communication is one of the elements that can affect the success or failure of a policy in an organization or government, . As in the implementation of the Registration of Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office, this element of communication greatly influences the success of service to the community. The dimension of communication in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office is determined by several elements contained in the communication itself, including communication transmission, clarity of communication, and consistency of communication itself, . Regarding how the communication dimension that occurs in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office, namely the process of submitting information directly or indirectly, where directly there are applicants who come to question what conditions are documents for registering the transfer of land rights due to sale and purchase. Furthermore, for indirect information delivery, the Pohuwato Regency Land Office has several social media links where it is always informed how and what services are available at the Pohuwato Regency Land Office. (Nani et al., 2022) (Tohopi & Hulinggi, 2023)

Communication on the implementation of the Land Rights Transfer Registration policy due to sale and purchase at the Pohuwato Regency Land Office has been carried out both directly and indirectly. Direct transmission by direct delivery when there is a community / applicant comes to register at the office while indirect transmission is carried out through *online* media by utilizing the *official website* and social media owned by the Pohuwato Regency land office. This is determined by the clarity of information in communication is closely related to the completeness of information conveyed in the communication, . Where the completeness of the information conveyed can determine the success of a communication. According to, (Badri, 2016) (Rahma, 2019) , an

information is said to be complete if it meets the following characteristics: 1). Ease of obtaining information, 2). Completeness of the information presented, 3). The level of accuracy of the information provided, 4). Conformity of information to its use, 5). Timeliness of information submitted, 6). Clarity of published information 7). Flexibility of information presented, 8). Validity of information, 9). The information provided does not doubt or cause prejudice to the recipient, 10). The information provided can be analyzed and measured.

In terms of clarity of the information presented, communication in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office has fulfilled the completeness of information as meets the properties of the information above. The provision of information on the implementation of the Registration of Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office which is carried out directly and indirectly has been clearly implemented in accordance with the applicable regulations at the Pohuwato Regency Land Office. Direct communication is that the applicant comes to ask what conditions are the documents for registering the transfer of land rights due to sale and purchase, . Furthermore, for indirect information delivery, the Pohuwato Regency land office has several social media links where it is always informed how and what services are available at the Pohuwato Regency Land Office. (Syafwan et al., 2021)

Consistent is something in the form of attitudes and actions or actions that are carried out continuously without interruption. Something consistent is usually characterized by harmony, continuous, regular and free from variation. Consistency is one indicator to assess the success of a communication. The communication in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office has been carried out consistently, because if it is inconsistent or changing, it will cause confusion for the community, . As explained by the Section Head of the Land Office of Pohuwato Regency. The communication has been carried out consistently and it has become part of the land office's services, the SOPs applied at the service counter, . Thus, communication on the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office has been carried out consistently as the SOP for the implementation of the policy applied. The availability of adequate information media is a supporting factor for communication in the implementation of the Land Rights Transfer Registration policy due to sale and purchase at the Pohuwato Regency Land Office. An inhibiting factor that can slow down communication in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office is the limited ability of the community both in the ability to use the internet and in providing gadgets that will be used in obtaining information through online media provided by the Pohuwato Regency Land Office. (Syarif, Ahmad, 2014) (Mulyadi, 2017) (Pure, 2018)

Viewed from the aspect of resources is one of the main and very important factors needed for the implementation of a public policy properly. In a public organization, resources are divided into two, namely human resources (HR) and non-human resources. Human resources in question are certain individuals who are in an organization whose function is to drive the organization. While non-human resources are tools or objects in the form of facilities and infrastructure or anything that can help all forms of activities in the organization. As the process of implementing the Land

Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office in order to be carried out properly, it needs to be supported by the availability of adequate resources. Human resources are all staff, both leaders and members responsible for the implementation of the Registration of Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office. In terms of the quality of human resources, a policy implementation will be successful if supported by human resources who have skills, dedication, professionalism, and competence in their fields. Meanwhile, in terms of quantity, the amount of human resources also determines the success or failure of a policy implementation, . Therefore, in the implementation of the Registration policy for Transfer of Land Rights Due to Sale and Purchase at the Land Office, Pohuwato Regency requires sufficient and reliable human resources in their fields. (Nani et al., 2023)

From the results of the interview, the informant stated that the Pohuwato Regency Land Office already has quality human resources characterized by educational qualifications and has skills, dedication, professionalism, and competence in their fields marked by the specifications of their positions. For employees in the rights transfer work unit, it can be seen that only two employees are on duty there, but in its implementation it is assisted by Non-Civil Servant Government Employees (PPNPN). In terms of human resources, all officers at the Pohuwato Regency Land Office are qualified to carry out land rights transfer services because of this sale and purchase because we have been equipped with Standard Operating Procedures (SOPs) and *juknis* and *juklak* which are clearly so that in terms of human resources, everything is qualified, . From this explanation, it can be said that human resources in the process of implementing the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office, both in terms of quantity and quality, have been qualified or reliable in carrying out services to the community. This is because each officer carries out services in accordance with SOPs or *juknis* and *juklak* that have been provided. (Suryaningsih & Zainuri, 2023)

In addition, the non-human resources in question are everything other than humans that can be utilized in the process of implementing the Registration of Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office. Some facilities and infrastructure include physical and non-physical. As for the physical form, it is classified into a means of moving and immovable, . Some facilities in the mobile category are transportation tools used in the process of implementing policy implementation. While the facilities in physical form that do not move in the form of computer / laptop devices, printers, lcd, billboards, banners and others are used as media in the process of implementing the policy. The facilities in non-physical form in the form of software such as software, applications, social media such as (Rasda et al., 2021) *websites*, *whats'app* and *facebook* all of which support the implementation process of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office. From the results of interviews with officers of the Pohuwato Regency Land Office, information was obtained that non-human resources in the form of facilities and infrastructure at the Pohuwato Regency Land Office were adequate. Thus, it can be said that the availability of non-human resources in the process of implementing the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office is adequate. Inhibiting and supporting factors certainly have a strong enough influence on the success of a policy implementation, . There are several supporting factors in the implementation of the

Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office, namely the availability of adequate facilities and infrastructure and supported by the quality of human resources who are qualified and reliable in their fields so as to facilitate every activity of implementing the policy, . While the inhibiting factor at certain times there is a disproportion between the number of officers and the number of people to be served. People who come do not bring files in accordance with the required completeness, (Cokorda et al., 2021) (Suharto & Firdian, 2023) (Saranaung, 2017) \

Judging from the disposition aspect in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office, namely the treatment of community application files that will register the transfer of land rights at the Pohuwato Regency Land Office. Implementors are individuals who are tasked or assigned to handle the disposition process of a policy implementation. Being an implementor should know how the system or work design is applied in the office where he works, . The implementor in the disposition at the Pohuwato Regency Land Office carries out its duties and functions properly in accordance with the regulations outlined in the SOP as well as existing juknis and juklak. The behavior and characteristics of the implementor also affect the success of the disposition of policy implementation at the Pohuwato District Land Office. The behavioral tendencies or characteristics of the implementers of these activities play an important role in realizing the implementation of the intended policy, . An implementor is required to have honesty, integrity, and full responsibility and commitment in carrying out his duties and functions. The implementors in carrying out the disposition on the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office have good behavior and characteristics, they work by providing full service to the community. These implementors have worked in accordance with the guidelines and regulations set by the office in the SOP as well as the juknis and juklak applicable at the Pohuwato district land office. In terms of delegation of duties, it is quite clear that the head of the office delegates delegation to the registration sections of the transfer of land rights to carry out the task. The disposition process on the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office has been carried out properly and clearly the regulations from the superiors of the section-coordinators and then for finalization and validation are carried out directly by the head of the Pohuwato Regency Land Office. Supporting factors in the disposition of the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office, one of which is the existence of clear instructions in the form of SOPs, JUKNIS, and JUKLAK are used as guidelines in implementing the disposition, . Meanwhile, the inhibiting factor that can slow down the disposition process is the application of the community whose files are still incomplete, thus slowing down the process of the disposition. As a result, the community documents or files are delayed to be processed or disposition to superiors. With the existence of technical guidelines (JUKNIS) on the implementation of the transfer of land rights, (Mirza, 2019) (Kartiwi & Hashim, 2019) (Parapat & Kurniawan, 2021)

Viewed from the aspect of bureaucratic structure in the implementation of the Registration policy for Transfer of Land Rights Due to Sale and Purchase at the Land Office, Pohuwato Regency has never escaped the existence of Standard Operating Procedures (SOP) and Fragmentation in the distribution of responsibilities to each

member of the organization. The bureaucratic structure at the Pohuwato Regency Land Office has been clearly arranged, where each member already knows their respective duties and functions and has worked in accordance with applicable SOPs. In terms of bureaucratic structure, it has been regulated based on applicable regulations, but what needs to be noted is that the transfer of land for sale and purchase also involves outside parties or involves the village, such as to sign the sale and purchase letter or we involve a notary or PPAT who certifies the sale and purchase deed, I think because we work internally and externally so we need strong coordination between the land office and external parties, So the implementation of the bureaucracy is not complicated and not chaotic, . The implementation of a policy in an organization or government will run well if it is supported by good Standard Operating Procedures (SOPs).

Every policy implementation at the Pohuwato Regency Land Office has been prepared in the form of work procedures that have been poured into the form of SOPs. In the SOP contains 7 priority services, one of which is about the transfer of land rights due to sale and purchase, these work procedures are a reference in every implementation of the Registration of Land Rights Transfer Due to Sale and Purchase policy at the Pohuwato Regency Land Office. Thus, it can be said that the bureaucratic structure in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office has been implemented in accordance with Standard Operating Procedures (SOP) which contains 7 services, one of which is about land rights transfer services. (Mirza, 2019) (Ihza et al., 2021) (Masnah et al., 2021). The apparatus that has been assigned in the implementation of the Registration of Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office completes every responsibility by cooperating with other members so as to facilitate the completion of their duties. Thus, the process of spreading responsibility in the bureaucratic structure in the implementation of the Registration of Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office is clear and evenly distributed (Zubaidah, 2018). The implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office certainly cannot be separated from the supporting and inhibiting factors. Inhibiting and supporting factors certainly have a strong influence on the success of a policy implementation. As previously explained, the Pohuwato Regency Land Office already has a Standard Operating Procedure (SOP) which contains work procedures that are used as a reference in implementing every policy implementation. So this SOP is one of the supporting factors in the bureaucratic structure in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office. Although there are already SOPs that become a reference in every policy implementation, there are still those that can be an inhibiting factor in policy implementation when viewed in terms of bureaucratic structure. Usually this inhibiting factor comes from the implementor in the bureaucratic structure. Thus, system-based services are a supporting factor in the bureaucratic structure of the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office, while the inhibiting factor sometimes comes from the attitude of certain implementors. However, with a good bureaucratic order, it can minimize this obstacle. So that these inhibiting factors do not greatly affect the performance of the bureaucracy in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office.

Based on the explanation of several dimensions above, it can be said that the

implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office has carried out good communication, so it is hoped that the goals and objectives of the land rights transfer registration policy in Pohuwato Regency that have been implemented can be successful by having a positive impact on the people of Pohuwato Regency. However, in the implementation of the registration policy, the transfer of land rights in terms of communication cannot be separated from supporting and inhibiting factors, including the supporting factor is the availability of complete information media both physically and non-physically at the Pohuwato Regency Land Office. While the inhibiting factor lies in the limited ability of the community to use gadgets when accessing information from online media provided by the Pohuwato Regency Land Office. However, these inhibiting factors can still be overcome properly. To anticipate the limitations of the community in accessing information through online media, officials have increased the percentage of information dissemination through offline media in the form of distributing leaflets and increasing banners containing information about the registration policy for transferring land rights in Pohuwato Regency.

Based on the availability of resources in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office, it is currently adequate, both human and non-human resources. The inhibiting factors can be handled properly so that the implementation process of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office can be carried out optimally. Based on the explanation above, it can be said that the disposition on the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office has been implemented properly referring to the Standard Operating Procedures (SOP) as well as the Implementation Guidelines (JUKLAK) and Technical Instructions (JUKNIS) that have been provided at the Pohuwato Regency Land Office, have the availability of adequate and reliable policy implementors in their fields and have good character in every implementation of a policy. The obstacles encountered have been overcome well by improving the process of providing information regarding the requirements for registration management of land rights transfer to the wider community, both through offline and online media.

Based on the previous description, the bureaucratic structure in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office is well organized. However, there are still several obstacles faced in the bureaucratic structure in the Pohuwato Regency Land Office, especially in the field of land rights transfer registration, one of which comes from certain implementors who are sometimes negligent in carrying out their duties and functions properly. This negligence usually has an impact on delays in the management of registration files for the transfer of land rights by the community they are handling. However, with supporting factors, these inhibiting factors can be overcome properly. The supporting factor is the existence of Standard Operating Procedures (SOP) as well as Implementation Guidelines (JUKLAK) and Technical Instructions (JUKNIS) which are always a reference in every job so that even if things happen as mentioned above, if policy implementors work in accordance with the procedures in Standard Operating Procedures (SOP) and Implementation Guidelines (JUKLAK) and Technical Instructions (JUKNIS) that have been provided, The service will run effectively and efficiently. (Suharto & Firdian, 2023)

CONCLUSION

Based on the results of the research and discussion described above, it can be concluded that the implementation of the Registration policy for Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office in terms of Communication on the implementation of the Registration of Transfer of Land Rights Due to Sale and Purchase at the Pohuwato Regency Land Office has been implemented well. Judging from the availability of resources in the implementation of the Land Rights Transfer Registration policy due to Sale and Purchase at the Pohuwato Regency Land Office is adequate, which is supported by reliable human resources in their fields and supported by the availability of sufficient facilities and infrastructure. In terms of the availability of implementors and the behavior or characteristics of the policy implementors. The implementors in the disposition at the Pohuwato District Land Office carry out their duties and functions, have good behavior and characteristics, they work by providing full service to the community. The availability of SOPs, JUKNIS and JUKLAK is the main supporting factor for implementors in carrying out their duties and functions. The implementation of policy implementation in terms of bureaucratic structure has followed work procedures that have been outlined in the form of Standard Operating Procedures (SOPs). As for the bureaucratic structure in the form of fragmentation has been done clearly, implementors have been given tasks and responsibilities in accordance with their respective field expertise.

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